

**EXECUTIVE SECRETARIAT**  
ROUTING SLIP

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	20 C/HISTFF	X			
	21 C/OIS		X		
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	SUSPENSE			18 April 1985	
				Date	

## Remarks

TO #19: Please take the attached and, working with C/OIS, use it to prepare report to the Congress due 1 June. Also, please prepare appropriate correspondence for DCI signature to Warner and consultants thanking them for their help.

3637 (10-81)

STAT

# National Archives



Executive Registry

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Washington, DC 20408

APR 10 1985

Honorable William J. Casey  
Director  
Central Intelligence Agency  
Washington, DC 20505

Dear Mr. Casey:

I take great pleasure in sending you "A Report to the Director of Central Intelligence by Consultants on the Historical Review Program." We hope that the counsel provided will be helpful in the further development of an effective program and result in making Central Intelligence Agency (and predecessor organization) records available to researchers in the National Archives just as soon as they no longer require national security protection.

Please accept too, our thanks to Dr. J. Kenneth McDonald and [redacted] STAT and their staffs for the conference arrangements and for providing us with essential information on CIA records, programs, review experience, and proposals for conducting the historical review program. The well organized briefings and the comments they contributed to our discussions were extremely helpful.

Sincerely,

ROBERT M. WARNER  
Archivist of the United States

Enclosure

*I very much enjoyed our luncheon discussion with you. It was most pleasant.*  
RM



0-110

A REPORT TO THE DIRECTOR OF CENTRAL INTELLIGENCE  
BY CONSULTANTS ON THE HISTORICAL REVIEW PROGRAM

Public Law 98-477, enacted October 15, 1984, requires that the Director of Central Intelligence consult with the Archivist of the United States, the Librarian of Congress, and appropriate representatives of the historical discipline selected by the Archivist in preparing "a report on the feasibility of conducting systematic review for declassification and release of Central Intelligence Agency information of historical value." The Archivist designated the following historians to serve as consultants: John Lewis Gaddis, Distinguished Professor of History, Ohio University; Richard W. Leopold, William Smith Mason Professor of History, emeritus, Northwestern University; and Gaddis Smith, Larned Professor of History, Yale University. The Librarian of Congress was represented by the Assistant Librarian for Research Services, John C. Broderick. The Archivist, Robert M. Warner, was accompanied by two members of his staff: Frank G. Burke, Acting Assistant Archivist for the National Archives, and Alan Thompson, Director of the Records Declassification Division. On March 19, Mr. Thompson represented the Archivist. (Biographical summaries about the consultants are attached to this report.)

The Consultants met at CIA headquarters, Langley, Virginia, March 18-19, 1985, to discuss with the Director and members of his staff the Historical Review Program established by the Agency to meet the requirements of PL 98-477. The two-day program, arranged by CIA Chief Historian J. Kenneth McDonald, provided the consultant group with an opportunity to acquaint itself

with plans and procedures adopted by CIA and to discuss relevant issues with the staff members responsible for implementing the Historical Review Program in all its aspects. Following the briefings, the consultants met in executive session to formulate their recommendations. (A full agenda of the meeting is attached to this report.)

In the view of the consultants, PL 98-477 attempts to balance the benefits of an informed public with the national security need for an effective intelligence service. The Director of Central Intelligence has accepted the validity of public and historical interest in CIA files, consistent with the need to protect sources and foreign relations (Casey to Durenberger, October 4, 1983). The consultants likewise recognize the need to balance CIA's statutory obligation to protect intelligence sources and methods with legitimate historical interest in CIA records. PL 98-477, the Agency's Historical Review Program, and the work of the undersigned consultants seem to be important steps toward achieving such a balance.

Nevertheless, the consultants urge recognition of the fact that, in a society as open as that of the United States, excessive secrecy erodes Government credibility and encourages distortions of the historical record. The Department of State's decision in 1955 to release documentation on the Yalta Conference, only ten years after the event, provides an excellent example of how a policy of generous disclosure can promote more balanced discussion of controversial events without in any way compromising the interests of national security. We hope to see the CIA historical review program produce comparable results. We wish also to stress that the availability of full and reliable historical documentation is indispensable

for the education of students from whose ranks will come future officers of the Executive Branch, legislators, and teachers and commentators dealing with issues of national security policy.

We commend the decision by the Director and the Agency to assign a prominent role to the Historical Office in providing insight and judgments on historical value throughout the review process.

Aims and Methods. The aim of the Historical Review Program must be release of inactive records, appraised as permanently valuable, to the public via the National Archives, as the most effective means of serving the public interest and especially that of historical research. To that end the consultants recommend that (1) the Historical Review Program examine all permanently valuable records chronologically, beginning with the earliest, including the so-called "designated files" (i.e., those identified in PL 98-477, under Sec. 701 (b)). It is understood that the Agency is required to make a decennial review of exempted operational files. (CIA staff indicate that such a review will occur more often than every ten years.) Nevertheless, because records affecting a single activity of historical importance may appear in several files, including "designated files," it is hoped that the review program will include the latter files, in the expectation that one or more of the following actions may take place: dedesignation, declassification, and release to the public through transfer to the National Archives.

Ideally, whole office file systems, whole file series, and whole documents should be released as a result of the Historical Review Program. However, the consultants recommend that, when necessary, (2) release of sanitized documents is preferable to withholding of whole documents, when the following conditions are met: (a) the "sanitizing" may be accomplished with

little additional staff effort and minimal impact on the Review Program, (b) the essential significance of the record is retained, and (c) there is no distortion of bibliographical identity, including authorship and recipient, and use made of the record, even if details of internal dissemination are excised.

The consultants recommend that (3) those involved in the Historical Review Program, both permanent staff and those employed ad hoc, take full account of the extent to which information about CIA activities is already available other than through release of CIA files. They suggest close consultation with the Historical Office to achieve this goal.

Criteria. The consultants recommend that (4) the Historical Review Program adopt National Archives and Records Administration standards in selecting records for review (e.g., oldest records first, coherent groups, etc.). Further, the historical value and potential "yield" should be considered, keeping in mind the principle stated above, that the review program should ultimately lead to release of inactive files through the National Archives. Throughout, it should be remembered that "historical value equals that which is of value to historians," primarily those records that illuminate major national policies in the area of foreign affairs and national security. Although the basic approach in the review program will be determined by the nature of information in the files examined, we urge that both chronological and topical approaches be adopted. Two other principles may be expressed as follows: "finished first" and "top down." The final version of an intelligence report will be of value to historians, even if the raw material leading to the report remains classified and/or unreleased. It may be that the final report is the only version which the policy-maker had

available to him or her, in any case. The second principle applies to the order of priority. In other words, the files of the agency heads and principal subordinates are likely to be of greatest historical interest and value. Insofar as possible, such files should be high on the list of priorities for review, assuming that the "yield" in releasable files makes such an approach feasible. Ultimately, all records should be reviewed. Although finished intelligence considered by high ranking officials should have first priority, definitive history must be based on access to a mass of "unfinished," operational and administrative records. Furthermore, there is no way for one generation to know with certainty what historians of subsequent generations will consider most significant.

Organization and Procedures. The consultants were pleased to find a strong sense of institutional and personal commitment to the Historical Review Program on the part of those in charge of its implementation. We especially commend the decision of the agency to allot a full-time, dedicated staff to the effort, supplemented by qualified contractual assistance when warranted. As stated earlier, another plus in the plan is the significant role assigned to the revitalized and enlarged Historical Office. That staff is best qualified to render judgment on the potential historical value of certain files and records. That judgment is only a part of the entire review program, we acknowledge, but an essential ingredient nevertheless.

The consultants concluded that the important question of allocation of resources could not be readily addressed at this time. Whether the dedicated staff assigned to the Historical Review Program, including an augmented Historical Office staff, is sufficient to make acceptable progress, we cannot

say. For that reason, the consultants recommend that (5) the Director of Central Intelligence reassemble these consultants or a comparable group in two to three years to assess progress and to make further recommendations, as seem necessary.

We also urge the Director of Central Intelligence to use his authority as head of the Intelligence Community to insure that all relevant agencies of Government cooperate in the important undertaking which his agency has begun. The pace of the Historical Review Program should not be delayed by necessary actions of review by other agencies. During the two-day deliberations, National Archives and Records Administration representatives indicated that, barring unforeseen loss of staff resources, the NARA staff is equal to the task of keeping pace with the output of the Historical Review Program in processing and making available releasable documents in the National Archives.

Additional Considerations. The consultants discussed official disclosure through publication as well as through release of retired files to the National Archives. They also heard from representatives of the Department of State Historical Office concerning the publication series Foreign Relations of the United States (see agenda). The Foreign Relations volumes are "the official record of the foreign policy of the United States," as their successive prefaces avow. The volumes are, therefore, the appropriate and preferred vehicles for publishing "finished intelligence" (National Intelligence Estimates and the like) and other documents relating to intelligence activities abroad affecting foreign relations and national security. Indeed, without the inclusion of such documents, either in basic or supplementary volumes, the history of American foreign relations is impoverished and



incomplete. The consultants recommend, therefore, that (6) the Director of Central Intelligence authorize the publication of selected declassified and releasable intelligence reports and other intelligence related documents in regular or supplementary volumes in the FOREIGN RELATIONS series, rather than as separate publications by CIA.

The consultants are also concerned about the possible physical condition of CIA files, in an age when the preservation of paper documents is recognized as a costly and inescapable responsibility of archives and libraries. Because of the generally longer period of retention of records in CIA custody than would be customary for less sensitive material elsewhere, it may be necessary to take special precautions to guard against undue deterioration of records. The consultants recommend, therefore, that (7) the Director of Central Intelligence satisfy himself that preservation needs of CIA records are being met, through proper environmental conditions for storage of historically significant but deteriorating records, through conversion to a secondary format (microfilm, microfiche, optical disk, etc.), or other means, as appropriate. (This recommendation is a precaution, not a commentary based upon any observed shortcoming in the Agency's preservation program.)

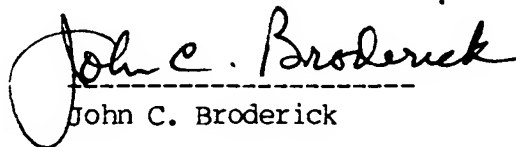
Summary of Recommendations:

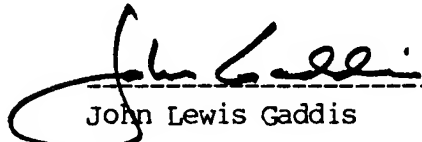
1. an inclusive, systematic review program,  
leading to regular retirement of records  
to the National Archives.
2. release of minimally sanitized documents  
in preference to withholding of whole documents.

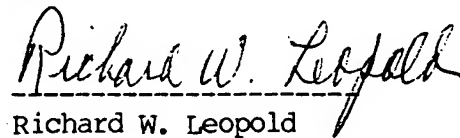
3. awareness in the review program of information about CIA already publicly known.
4. adoption of archivally-tested selection criteria for review program.
5. assessment of progress of review program in 2-3 years by comparable or identical group of consultants.
6. publication of appropriate declassified CIA documents in Foreign Relations of the United States.
7. an ongoing concern for preservation considerations.

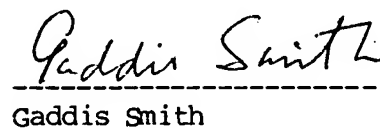
The consultants express their appreciation to William J. Casey, Director of Central Intelligence, and his staff for the courtesies extended during the two days of deliberations. Special thanks are due to Chief Historian Kenneth McDonald and to Ben DeFelice, Director of Information Services, under whose responsibility the Historical Review Program will proceed. It was a productive two days of serious exchanges of information, for which the consultants and the agencies and disciplines which they represent are appreciative.

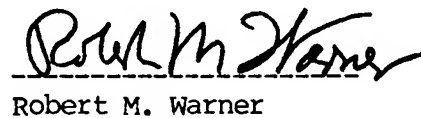
Respectfully submitted,

  
John C. Broderick

  
John Lewis Gaddis

  
Richard W. Leopold

  
Gaddis Smith

  
Robert M. Warner

April 9, 1985  
Date

**ATTACHMENTS**

## HISTORICAL REVIEW PROGRAM

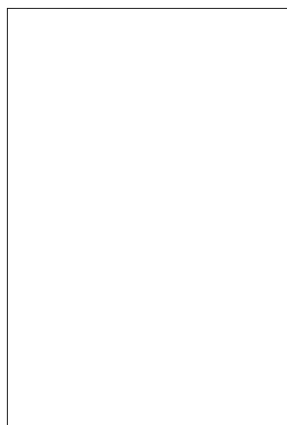
Meetings 18-19 March 1985

### Participants

#### I. Consultants

John C. Broderick	Assistant Librarian for Research Services, Library of Congress
John Lewis Gaddis	Distinguished Professor of History, Ohio University
Richard W. Leopold	William Smith Mason Professor of American History Emeritus, Northwestern University
Gaddis Smith	Larned Professor of History, Yale University
Robert M. Warner	Archivist of the United States

#### II. CIA



Deputy Director of Information Services

STAT

Director of Information Services

Chief, Information Management Branch, Resources Division, Office of Information Services

Staff Historian, DCI History Staff

Chief, Classification Review Division

Information Review Officer, Directorate of Intelligence

Ken McDonald

Chief, DCI History Staff



Chief, Historical Review Branch, Classification Review Division, Office of Information Services

STAT

Director, Information Management Staff, Directorate of Operations

#### III. Others

Frank G. Burke	Acting Assistant Archivist for the National Archives
Neal H. Petersen	Deputy Historian, Department of State (Monday 4 p.m.)
William Z. Slany	The Historian, Department of State (Monday 4 p.m.)
Edwin A. Thompson	Director, Records Declassification Division, NARS

John C. Broderick

Born: 6 September 1926 in Memphis, Tennessee

Education:

University of North Carolina, M.A. 1949, Ph.D. 1953  
Southwestern University, B.A. 1948  
Yale University, 1945-46

Academic Appointments:

University of Texas  
Instructor in English, 1952-57  
Wake Forest University  
Professor of English, 1957-64  
George Washington University  
Adjunct Professor of English, 1964-84

Government Positions:

Library of Congress  
Assistant Librarian for Research Services, since 1979  
Manuscript Division, 1964-79 (Chief, 1975-79)  
U.S. Army, 1945-46

Publications:

Whitman the Poet, Wadsworth, 1961  
Editor, The Journal of Henry D. Thoreau, Princeton, 1981, 1984, --  
"The Movement of Thoreau's Prose," American Literature, 1961  
"Emerson and Moorfield Storey," American Literature, 1966

Mailing Address:

Office of the Assistant Librarian for Research Services, Library of Congress, Washington, D.C. 20540

John Lewis Gaddis

Born: 2 April 1941 in Cotulla, Texas.

Education:

University of Texas at Austin, B.A. 1963, M.A. 1965, Ph.D. 1968.

Academic Appointments:

Indiana University, Southeast, Jeffersonville, Indiana  
Assistant Professor of History, 1968-69

Ohio University, Athens, Ohio  
Assistant Professor of History, 1969-71  
Associate Professor of History, 1971-76  
Professor of History, 1976-83.  
Distinguished Professor of History, since 1983.

University of Helsinki, Finland  
Bicentennial Professor of American History, 1980-81.

Government Positions.

U.S. Naval War College, Newport, Rhode Island  
Professor of Strategy, 1975-77.  
Member, Advisory Committee on Historical Diplomatic Documentation,  
U.S. Department of State.

Publications:

The United States and the Origins of the Cold War, 1941-47, New York:  
Columbia University Press, 1972.  
Russia, the Soviet Union, and the United States: An Interpretive History  
New York: Wiley, 1978.  
Co-editor, Containment: Documents on American Policy and Strategy  
1945-50, New York: Columbia University Press, 1978.  
Strategies of Containment: A Critical Appraisal of Postwar American  
National Security Policy, New York: Oxford University Press, 1982.

Honors & Offices:

Bancroft Prize, Columbia University, 1973  
Stuart L. Bernath Prize, Society for Historians of American Foreign  
Relations, 1973  
National Historical Prize, 1973  
American Committee on the History of the Second World War, Board of  
Directors, 1982-85.  
Diplomatic History, Board of Editors, 1982-85.  
American Historical Association, Nominating Committee.

Address: Department of History, Ohio University, Athens Ohio, 45701

Richard William Leopold

Born: 6 January 1912 in New York City.

Education:

Princeton University, B.A. 1933  
Harvard University, M.A. 1934, Ph.D. 1938.

Academic Appointments:

Harvard University

Instructor in History, 1937-40  
Assistant Professor of History, 1940-48

Northwestern University

Associate Professor of History, 1948-53  
Professor of History, 1953-63  
William Smith Mason Professor of American History, 1963-80  
(Emeritus since 1980)  
Chairman of the History Department, 1966-69

Institute for Advanced Study, Princeton, Member, 1960-61

Government Positions:

Served from Ensign to Lieutenant, USNR, 1942-46  
Secretary of the Navy's Advisory Committee on Naval History, Member,  
1955-1984 and Chairman, 1978-84.  
Advisory Committee on The Foreign Relations of the United States,  
U.S. Department of State, Member, 1957-64 and Chairman, 1963-64.  
Department of the Army Historical Advisory Committee, Member, 1967-71.  
Historical Advisory Committee, U.S. Atomic Energy Commission, Member,  
1973-76.  
U.S. Marine Corps Historical Advisory Committee, Member, 1975-77.  
National Endowment for the Humanities Fellow, 1976-77.  
National Archives Advisory Council, Member, 1978-83, Chairman, 1979-83.  
Harry S. Truman Library, Board of Directors, since 1978.

Publications:

Robert Dale Owen: A Biography (1940)  
Elihu Root and the Conservative Tradition (1954)  
The Growth of American Foreign Policy (1962)  
Editor and Contributor (with Arthur S. Link) Problems in American History  
(4th ed. 1972)  
The History Profession and Presidential Libraries, National Study  
Commission For Records and Documents (1977)



Contributing author:

Change and Continuity in Twentieth Century America (1964)

Interpreting American History (1970)

Pearl Harbor as History (1973)

The Future of History, (1977)

The Korean War: A Twenty-Five Year Perspective (1977)

Articles:

"The Foreign Relations Series: A Centennial Assessment", Mississippi Valley Historical Review, March 1963.

"Foreign Relations Series Revisited: One Hundred Plus Ten," Mississippi Valley Historical Review, March 1973.

"The Historian and the Federal Government," Journal of American History, June 1977.

"Historians and American Foreign Policy," Pacific Historical Review, August 1981

Honors & Offices:

President, Organization of American Historians, 1976-77

President, Society for Historians of American Foreign Relations, 1970.

John H. Dunning Prize, American Historical Association, 1940

Mailing Address:

STAT

Gaddis Smith

Born: 9 December 1932 in Newark, New Jersey.

Education:

Yale University, B.A. 1954, M.A. 1958, Ph.D., 1961.

Academic Appointments:

Duke University

Instructor in History, 1958-61.

Yale University

Assistant and Associate Professor of History, 1961-70

Professor of History, 1970-81

Larned Professor of History, since 1981.

Master of Pierson College, 1972-1981

Chairman of the History Department, 1979-83

Government Position:

Advisory Committee on Historical Diplomatic Documentation,  
U.S. Department of State, Member, 1981-84.

Publications:

Britain's Clandestine Submarines, 1914-15, New Haven: Yale  
University Press, 1964.

American Diplomacy during the Second World War, New York: Wiley, 1965  
(2nd edition, 1985)

"The British Colonies and the Disposition of the German Colonies in  
Africa, 1914-1918" in Britain and Germany in West Africa, New Haven:  
Yale University Press, 1967.

The Aims of American Foreign Policy, New York: McGraw, 1969.

Dean Acheson, New York: Cooper, 1972.

Morality, Reason and Power: American Diplomacy in the Carter Years, New  
York: Hill & Wang, 1985 (forthcoming).

"Canada and the Siberian Intervention," American Historical Review, 1959.

"Canadian External Affairs during World War I," in Growth of Canadian  
Policies of External Affairs, Durham, N.C.: Duke University Press,  
1960.

"Agricultural Roots of Maritime History," American Neptune, Winter 1984.

Frequent contributor to The New York Times Magazine, e.g.:

"Whatever Happened to the Monroe Doctrine," September 1984.

"The First Freeze," 24 April 1983.

Honors & Offices:

Council on Foreign Relations, Member.

Foreign Affairs, U.S. Books Editor

Society for Historians of American Foreign Relations, Council Member.

North American Society of Oceanic Historians, Executive Board.

Mailing Address:

Department of History, Box 1504A, Yale University, New Haven,  
Connecticut 06520.

Robert M. Warner

Born: 28 June 1927 in Montrose, Colorado

Education:

University of Michigan, M.A. 1953, Ph.D. 1958  
Muskingum College, B.A. 1949  
University of Denver, Student, 1945

Academic Appointments:

University of Michigan  
Director, Michigan Historical Collections, 1966-80  
Professor, School of Library Science, since 1974  
Professor, Department of History, since 1971

Government Positions:

Archivist of the United States, National Archives and Records Service,  
General Services Administration, since 1980  
Chairman, National Historical Publications and Records Commission, since  
1980  
Trustee, Woodrow Wilson International Center for Scholars, since 1980  
Chairman, Gerald R. Ford Presidential Library Building Committee, 1977-79  
U.S. Army, 1950-52

Publications:

Chase S. Osborn, 1860-1949 (1960)  
Profile of a Profession (1964)  
The Modern Manuscript Library (with R. Bordin) (1966)  
A Michigan Reader: 1865 to the Present (with C. W. Vanderhill) (1974)  
Sources for the Study of Migration and Ethnicity (with F. Blouin) (1979)

Honors & Offices:

Society of American Archivists, Fellow, and President, 1976-77  
American Historical Association, Member of Council since 1981  
Historical Society of Michigan, President, 1973-74  
Board of Visitors, School of Library Science, Case Western Reserve  
University, Member 1976-80, Chairman since 1980  
Board of Visitors, Maxwell School of Government, Syracuse University,  
since 1982  
Honorary Degrees:  
L.H.D. Westminster College, Pennsylvania, 1981  
LL.D. Muskingum College, 1981  
L.H.D. DePaul University, 1983

Address: National Archives and Records Service, Washington, D.C. 20408

## HISTORICAL REVIEW PROGRAM

Meetings 18-19 March 1985

### Agenda

Monday, 18 March

10:30 a.m.	Convene in Conference Room, 7D32 Headquarters	
	Welcome and Introductions (Ken McDonald)	
10:45 a.m.	Origins & Overview of the Historical Review Program (Ken McDonald)	
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11:45 a.m.	Break for Lunch	
12:00 noon	Lunch	
1:30 p.m.	Reconvene in Conference Room 7D32	
	Comments on the Historical Review Program <input type="text"/>	STAT
	The Classification Review Division: Role & Experience <input type="text"/>	STAT STAT
2:15 p.m.	Directorate of Operations & the Historical Review Program <input type="text"/>	STAT
2:45 p.m.	Directorate of Intelligence & the Historical Review Program <input type="text"/>	STAT
3:15 p.m.	Break	
3:30 p.m.	The National Archives' Role in the Historical Review Program (Robert Warner or other NARS representative)	
4:00 p.m.	<u>Foreign Relations of the U.S. &amp; the Historical Review Program</u> (Neal Petersen, Department of State)	
4:30 p.m.	Discussion and planning for Tuesday morning session	
5:00 p.m.	Adjourn	

**Tuesday, 19 March**

9:30 a.m. Convene in Conference Room, 7D32  
12:00 noon Lunch  
1:30 p.m. Convene in Conference Room, 7D32 (Consultants only)  
4:00 p.m. Full group reconvenes in Conference Room, 7D32  
4:30 p.m. Adjourn

N.B. Sometime on Tuesday afternoon an Agency representative will deliver honoraria checks and reimburse consultants' expenses.